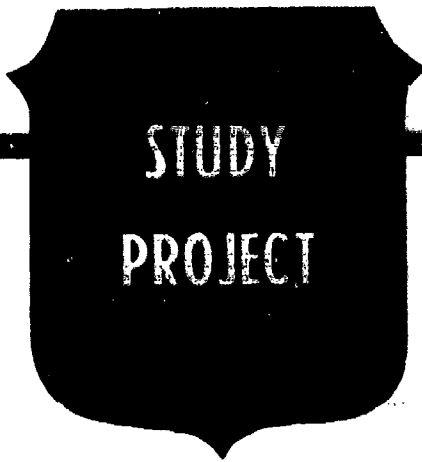


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JOINT DUTY PREREQUISITE FOR PROMOTION TO
07 (BRIGADIER GENERAL)

BY

LIEUTENANT COLONEL JULIUS E. COATS, JR.

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officers as a prerequisite for their promotion to the grade of 07 (flag officer). This study will examine some of the problems that the Army faces in ensuring that sufficient number of high quality officers receive a joint duty assignment to allow adequate selectivity for flag rank. Additional issues of the Joint/Army officers development policies will be examined to provide a deep background for examination of this new requirement's impact on Army personnel policy. The study then offers recommendations for effective implementation of the joint duty requirement and concluding observations about management of this new personnel policy; to wit, the Army leadership at all levels should view joint duty requirement for selection for flag officer with a positive attitude, not as a means for qualifying officers for flag officer but as a means of facilitating the military service's ability to successfully operate jointly in combat. Top quality 04's and 05's should be encouraged to seek joint duty. A pamphlet should be prepared and distributed to all 03's and above explaining the merits of joint duty. Priority for joint assignment should be continued for officers who have not served a joint assignment by the time the officers have completed their brigade level command. The Army should continue to educate as many officers as possible for joint duty to better qualify them to perform in joint duty positions. Permanent change of station should be amended to allow reassignment of 04's to joint duty as soon as they are branch qualified. And, a policy of identifying officers as early to promotion to 04 that possess flag officer potential not be adopted.

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JOINT DUTY PREREQUISITE FOR PROMOTION TO
07 (BRIGADIER GENERAL)

AN INDIVIDUAL STUDY PROJECT

by

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The Goldwater-Nichols Department of Defense Reorganization Act of 1986 mandated significant changes in the Department of Defense military personnel policy. These changes were designed to strengthen the position of the Chairman of the Joint Chiefs of Staff and Commander-in-chiefs of unified and specified commands, to establish joint professional military education requirements for military officers and to mandate a joint duty requirement into promotion standards for general officers. Of significance is Section 404, Title IV, of the Act: it establishes the requirement of a joint duty assignment for field grade officers as a prerequisite for their promotion to the grade of O7 (flag officer). This study will examine some of the problems that the Army faces in ensuring that sufficient number of high quality officers receive a joint duty assignment to allow adequate selectivity for flag rank. Additional issues of the Joint/Army officers development policies will be examined to provide a deep background for examination of this new requirement's impact on Army personnel policy. The study then offers recommendations for effective implementation of the joint duty requirement and concluding observations about management of this new personnel policy; to wit, the Army leadership at all levels should view joint duty requirement for selection for flag officer with a positive attitude, not as a means for qualifying officers for flag officer but as a means of facilitating the military service's ability to successfully operate jointly in combat. Top quality O4's and O5's should be encouraged to seek joint duty. A pamphlet should be prepared and distributed to all O3's and above explaining the merits of joint duty. Priority for joint assignment should be continued for officers who have not served a joint assignment by the time the officers have completed their brigade level command. The Army should continue to educate as many officers as possible for joint duty to better qualify them to perform in joint duty positions. Permanent change of station should be amended to allow reassignment of O4's to joint duty as soon as they are branch qualified. And, a policy of identifying officers as early to promotion to O4 that possess flag officer potential not be adopted.

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JOINT DUTY PREREQUISITE FOR PROMOTION
TO 07 (BRIGADIER GENERAL)

CHAPTER I

INTRODUCTION

The Goldwater-Nichols Department of Defense Reorganization Act of 1986 (DRA86) reorganized the Department of Defense (DOD) by strengthening the civilian authority in the DOD to improve the military advice provided to the President. It clearly assigns responsibility to Commanders of unified and specified commands for mission accomplishment within their commands. DRA86 strengthens the positions of the Chairman of the Joint Chiefs of Staff (CJCS) and Commanders-in-Chief (CINC's) of unified and specified commands. It also attempts to provide for more efficient use of defense resources, to improve joint officer management policy and finally, to enhance the effectiveness of military operations.¹

Title IV of DRA86 addresses joint officer personnel policy, including joint officer management, promotion procedures for joint officers, and consideration of joint duty in selecting senior general and flag officers appointment. In fact, it specifies that a joint duty assignment will be prerequisite for promotion to flag officer grade. (A flag officer is a general or admiral in the pay grade of 07 or higher).²

Section 404, Title IV of the act establishes the joint duty assignment requirement as a field grade officer (04-06) as a prerequisite for promotion to flag rank. It states that "an

officer may not be selected for promotion to the grade of brigadier general or rear admiral (lower half), unless the officer has served a complete joint duty assignment."³ A complete joint duty assignment requires that an officer serve three or more consecutive years with a headquarters or agency that is involved in the integrated employment of land, sea and air forces comprised of at least two of the four armed services. The tour length for a complete joint duty assignment may be waived by the Secretary of Defense for officers who provide a critical specialty for their service. Army critical specialties include: infantry, armor, field artillery, air defense, aviation, special forces and combat engineers--all officers holding the designation 21B. These officers may be given credit for a full joint duty assignment after completion of two years in a joint assignment. DRA86 also provides the Secretary of Defense with exception and waiver authority of the joint duty assignment requirement for selection to flag rank for officers who serve in professional branches: medical corps, dental corps, veterinary corps, medical specialist corps, chaplain corps and judge advocate general's corps; likewise scientific waivers include officers in the chemical corps and corps of engineers (excluding combat engineers 21B). And technical waivers are available for officers in the military police, ordinance corps, finance corps, public affairs, research and development and material acquisition management. The Secretary of Defense may also waive the complete joint duty assignment requirement for an officer selected for

flag rank when it is in the best interest of the military service.*

The requirement to serve a joint duty tour as a field grade officer to be eligible for selection to flag rank is not new. But it is new as a mandate from Congress. DOD regulation, 1320.5, dated 26 July 1978, required all officers (except officers of the medical services, chaplains, judge advocates, officers whose advancement and qualifications for promotions are based primarily upon restricted utilization or scientific and technical achievement for which a requirement does not exist at the joint, unified, combined commands, DOD agency or office of the Secretary of Defense) to serve at least one joint tour while in the grade of O4, O5 and O6 before being considered qualified for promotion to flag rank.* This is almost identical to the requirement mandated by DRA86. The major difference is that waiver and exception authority for the joint duty assignment requirement was given to the military service's secretaries.*

It is obvious that the joint duty assignment requirement for selection to flag rank as outlined in the DOD regulation was not fully observed. If it had been, there would be no need for section 404, Title IV, of DRA86.

It would appear that, over the past fifteen to twenty years, based on an informal survey of several officers' biographies, the Army personnel managers have been reluctant to assign top quality officers to joint assignments. Also, most Army officers have resisted assignment to joint duty because it has traditionally

been viewed as a dead-end for an officer's career. There is evidence that prior to DRA86 that Army officers who served on joint duty did not fare as well as a group in selections to command position, schooling, and other career-enhancing activities as those officers who served in the single Army track, all Army assignments.

However, Section 404, Title IV, of DRA86, makes it very clear that Congress places considerable importance on the military service's ability to conduct military operations and fight jointly. This new congressional mandate will impact in several ways: (1) it insures that senior military leaders, especially flag officers, have exposure to working and decision making in a joint military environment, (2) it provides real incentive for top quality or highly competitive officers to seek a joint duty assignment, and (3) it attempts to put an end to service parochialism and to foster more cooperation among the services and tries to broaden the vision of senior officers. I believe Congress recognized the shortcoming in the military service's ability to fight jointly. So the primary intent of requiring an officer to serve a joint duty assignment is not for the mere purpose of qualifying officers for selection for flag officer, but instead to foster the military service's ability to fight jointly.

The joint duty assignment requirement for selection to flag rank has forced the Army to examine its officer management policies--from professional development to assignments--in an

attempt to insure that sufficient numbers of high quality officers are available for selection to flag rank. Some observers believe that the Army may be forced to identify officer as early as promotion to O4 as having high potential for promotion to flag rank; personnel managers must then proceed to closely manage these officers' careers to ensure that they meet the Army officer professional development requirement and receive a joint duty assignment. DRA86 has forced the Army and its officers to break with the old tradition of repetitive Army assignments as the only way to be competitive and progress. Indeed, DRA86 presents a real challenge for the Army as it attempts to balance officers' careers with the necessary Army professional development requirements, at the same time insuring that outstanding young officers receive joint duty tours. However, the 1989 National Defense Authorization Act gives the military services until 1995 before all officers considered for selection for flag rank must have completed a joint duty assignment, so there is some lead time. Also, the Act has been amended to reduce the joint duty tour length of field grade officers from three half-years to three years.⁷

This study will examine some of the problems that the Army faces in ensuring that sufficient number of high quality officers can receive a joint duty assignment to allow adequate selectivity for flag rank. To do justice to this issue, additional issues of the joint/Army officer professional development policy will be addressed so it can be viewed within the total process of career

development and selection of the best people for senior Army leaders.

This study will not attempt to assess the worthiness of the joint duty assignment. But it seems obvious that if our military services are to fight as a team and we expect our flag officers to lead this team, then they should certainly have a clear understanding on how each service operates and be able to make decisions that enable the services to operate more efficiently in a joint environment.

CHAPTER II

TRAINING AND EDUCATION REQUIREMENT FOR JOINT DUTY

DRA86 does not mandate Joint Professional Military Education (JPME) for an officer to fill a joint duty assignment. But the Army's personnel policy considers JPME as a part of its total joint officer personnel management policy. The following service schools provide Army officers with JPME: (1) National War College (05's and 06's), (2) Industrial College of the Armed Forces (05's and 06's), (3) Armed Forces Staff College (primarily 04's, a few 05's), (4) Sister Services Colleges--Air Command and Staff College and Air War College, Naval Command and Staff College, Naval War College, Marine Command and Staff College, (5) designated JPME spaces in the Army command and General Staff college (primarily for 04's), and the Army War College (05's and 06's).^a Current Pentagon plans call for conversion of the Armed Forces Staff College from a regular staff college to a Joint Military School that educates staff and war college graduates in joint planning. The Armed Forces Staff College will hold four identical eleven-week courses a year. This course will provide phase two of an officer's joint education. Phase one will be offered by the services' staff and war colleges.^b

DRA86 (as amended by the National Defense Authorization Act Fiscal Year 1989) requires the military services by 1 October 1989 to have over 50 percent of their officers serving in or be

designated for joint duty assignment as joint specialty officers (JSO) or JSO nominees. It also requires that by 1 January 1994 the military services fill these positions with at least 80 percent JSO's and fill these positions up to 95 percent JSO's after 1 January 1994.¹⁰ Certain joint duty positions have been identified by the Secretary of Defense as critical joint duty assignments; these positions can be filled only by JSO's. Currently, the Army has 2928 joint duty positions at the 04-06 level. Of this number, 376 have been designated as critical joint duty positions, (185 for 06's and 191 for 05's).¹¹ Section 401, Title IV, DRA86 declares that in order for an officer to be designated as a JSO, the officer must have attended and graduated from a recognized and approved JPME school, have served a successful joint duty assignment and have JSO approval from the Secretary of Defense.¹² JSO's are identified by specialty code 3L which is posted to the officer's official military records. The number of joint duty positions as well as the number of critical joint duty positions are subject to change, based on the needs of the joint community. So the Army must be prepared to adopt to these changes as they occur. Figure 1 depicts the joint duty list by grade and specialties as of June 1988.¹³

FIGURE 1

BRANCH FUNCTIONAL AREA	<u>COLONEL</u>	<u>LIEUTENANT COLONEL</u>	<u>MAJOR</u>	<u>TOTAL</u>
01	25	21	12	58
02	13	8	3	24
03	8	10	7	25
11	7	9	11	27
12	1	6	9	16
13	6	14	10	30
14	4	27	21	52
15	6	22	22	50
18	15	22	22	59
21	16	33	26	75
25	37	134	144	315
31	4	5	6	15
35	45	145	167	357
41	14	25	24	63
42	9	26	39	74
44	0	3	5	8
45	12	20	15	47
46	5	16	14	35
48	148	179	168	495
49	13	14	26	83
50	4	12	7	23
51	21	25	6	52
52	10	29	13	52
53	9	46	54	109
54	85	193	92	370
74	8	11	13	32
88	32	58	35	125
91	4	17	12	33
92	31	78	43	152
97	<u>20</u>	<u>37</u>	<u>16</u>	<u>73</u>
TOTAL	612	1275	1042	2928

However, as stated, DRA86 does not mandate JPME for an officer to be assigned to a joint duty assignment. DRA86 also does not require JPME for eligibility for flag rank. Nonetheless, JPME will certainly benefit the officer, the Army, and the joint community. Through valuable training and education, the officer will be better prepared to serve on a joint staff. Thus, the Army will benefit by assigning as many officers as it can to JPME. This will as well assist the personnel managers in qualifying officers as JSO's. It will also provide personnel managers with the flexibility in assigning officers to joint duty to meet the high standards set forth by DRA86. Finally, the joint community will benefit because it will receive officers who, through JPME, have acquired a basic understanding of the inter-working of a joint staff.

If Army personnel managers carefully manage the whole system of schooling as many officers as possible in JPME prior to joint assignments, this will lead to more officers qualifying as JSO's. This will also be a giant step in getting high quality officers joint duty assignments and thus contribute to satisfying the joint duty eligibility requirement for selection to flag rank.

CHAPTER III

OFFICER PROFESSIONAL DEVELOPMENT

In addition to the joint duty assignment mandated by DRA86 for eligibility for selection for promotion to flag rank, the Army has its own professional development criteria that an officer must satisfy if the officer is to have a realistic chance of being selected for promotion to that rank. These criteria do not guarantee that the officer will be selected for flag rank, but they must be satisfied in order for an officer to progress from one grade to another as well as to hold certain duty position. So personnel managers must not lose sight of the pure Army professional development requirements for its officers as they attempt to assign as many officers as possible to a joint duty assignment, which in turn will provide a sufficient pool of highly competitive officers for the promotion selection board. In short, Army school assignments, Army professional development criteria and the newly mandated joint duty assignment must be widely available in order that general officer selection boards can be very selective or have a large pool from which to draw.

Highly competitive officers have traditionally been reluctant to seek joint duty assignments because they viewed these assignments as less career-enhancing than the "pure Army track." But officers who currently want to be competitive should take note that DRA86 mandates several measures to protect their

competitive status if they seek joint duty assignments. Section 401, Title IV, of DRA86 mandates that:

"The Secretary of Defense shall ensure that the qualification of officers assigned to joint duty assignments are such that (1) officers who are serving on, or have served on, the joint staff are expected, as a group, to be promoted at a rate not less than the rate for officers of the same armed forces in the same grade and competitive category who are serving on, or have served on, the headquarters staff of their armed forces, (2) officers who have the joint specialty are expected, as a group, to be promoted at a rate not less than the rate for officers of the same armed forces in the same grade and competitive category who are serving on, or have served on, the headquarters staff of their armed force; and (3) officers who are serving in, or have served in, joint duty assignments (other than officers covered in Paragraphs (1) and (2) are expected, as a group, to be promoted at a rate not less than the rate for all officers of the same armed forces in the competitive category."¹⁴

The Secretary of Defense is required, by law, to report to Congress on the promotion rates of officers who are serving in, or have served in, a joint duty assignment. The Chairman of the Joint Chiefs of Staff is required, by law, to designate at least one officer currently serving in a joint assignment to serve on each field grade promotion board. The promotion selection lists, command selection lists, as well as the schooling selection lists of the services must be reviewed by the Chairman of the Joint Chiefs of Staff to ensure fair selecting of JSO's.¹⁵ All of these procedures insure that competitive officers will not be penalized for serving in a joint assignment. Instead, they must be treated equally. All of this will assist the Army in providing 07 promotion selection boards with a sufficient number

of high quality 06's who have served a joint duty assignment to allow adequate selectivity.

In terms of professional development, the fundamental challenge for officers and personnel managers is the professional development criteria established by the Army. Without a doubt, the DRA86 joint duty assignment means that between the time an officer is promoted to 04 and he is eligible for selection to flag rank, the officer must carefully plan his career to meet all eligibility requirements. Based on current trends, there is approximately 13.5 years from the time an officer is promoted to 04 until he becomes eligible for selection to flag rank, provided the officer receives all promotions on time.¹⁶ If an officer receives an early promotion to 05 or 06 or both, this time is significantly reduced. Figure 2 depicts a typical career pattern and indicates the professional development requirements for an officer without the joint duty assignment requirement. Then, figure 3 depicts a typical career pattern and professional development for an officer with the add-on of the joint duty assignment requirement. Further, a number of competitive officers are required to attend other professional development schools that are not shown in figures 2 and 3 in order to serve in their functional area.¹⁷

FIGURE 2

A TYPICAL CAREER PATTERN AFTER SELECTION/PROMOTION TO MAJOR (STRAIGHT ARMY TRACK)

<u>REQUIRED PROFESSIONAL DEVELOPMENT</u>	<u>YEARS REQUIRED</u>	<u>OTHER POSSIBLE/ PROBABLE ASSIGNMENTS ***</u>
Command and General Staff College	1	Brigade Staff Division Staff
Branch Qualification (BNXO/S-3) *	2	Corps Staff Major Army Command
Battalion Command	2	Department of the Army Staff Reserve Officers Training Corp
Senior Service College	1	Reserve Component Duty Recruiting Command
Brigade Command	2	Services School Instructor United States Military
Functional Area Qualification **	3	Academy Instructor Civilian Schooling
	<u>TOTAL</u>	
	11	

* In most cases, the officer must serve as both XO and S-3 to be competitive for Battalion Command.

** In some cases, functional area qualifications may be satisfied as a Captain. Otherwise, it will be satisfied between Captain and Colonel.

*** A typical officer normally serves in at least one or more of these assignments.

FIGURE 3

A TYPICAL CAREER PATTERN AFTER SELECTION/PROMOTION TO MAJOR (INCLUDING JOINT DUTY ASSIGNMENT)

<u>REQUIRED PROFESSIONAL DEVELOPMENT</u>	<u>YEARS REQUIRED</u>	<u>OTHER POSSIBLE/ PROBABLE ASSIGNMENTS ***</u>	
Command and General Staff College	1	Brigade Staff	
Branch Qualification (BNXO/S-3) *	2	Division Staff	
Battalion Command	2	Corps Staff	
Senior Service College	1	Major Army Command	
Brigade Command	2	Department of the Army Staff	
Functional Area Qualification **	3	Reserve Officers Training Corp	
Joint Duty Assignment	3	Reserve Component Duty	
		Recruiting Command	
		Services School Instructor	
		United States Military	
		Academy Instructor	
		Civilian Schooling	
	<u>TOTAL</u>		<u>14</u>

* In most cases, the officer must serve as both XO and S-3 to be competitive for Battalion Command.

** In some cases, functional area qualifications may be satisfied as a Captain. Otherwise, it will be satisfied between Captain and Colonel.

*** A typical officer normally serves in at least one or more of these assignments.

As the Army educates, develops and prepares its O4's and O5's for selection for battalion level command, these officers are constantly reminded that they should spend as much time as possible with the troops (on battalion, brigade and division staffs) to be highly competitive for selection for command. It is common knowledge in the Army that past battalion command selection boards have selected the majority of the officers for command who were currently serving or had recently served with troops. Without a doubt, selection for battalion level command is a giant step in the progression toward selection to flag rank. However, emphasis on recent service with troops for selection for battalion command will discourage, not encourage, competitive officers from seeking joint duty. So the desirability of recent service with troops for selection for battalion command must be de-emphasized in order to assist personnel managers in attracting O4's to seek joint assignments.^{1*} In fact, joint assignments must be considered equally as desirable as recent service with troops for selection for battalion command. This will challenge the current Army value system.

DRA86 requirement that an officer serve a complete joint duty assignment to be eligible for selection for flag rank makes joint education, joint training and joint assignments important parts of an officer's professional development. However, Department of Army Pamphlet 600-3 (the Officer's Profession Development Manual) cites neither joint training, joint education or joint assignments as a part of the officer professional

development program So DA Pamphlet 600-3 should be changed to reflect a new professional reality.¹⁹ Without a doubt, joint duty must be factored in all Army professional development policies.

CHAPTER IV
CHALLENGES FOR THE ARMY

The Army faces tremendous challenges in ensuring that a sufficient number of high quality field grade officers receive a joint duty assignment and meet other qualifications by the time they are O6's to allow for adequate selectivity for flag rank:

(1) The limited number of available joint billets for assignment, (2) Permanent change of station (PCS) policies, (3) Branch qualification for O4's, (4) Functional area qualifications, (5) Possible ticket punching (self-serving); and (6) Field grade officer joint assignment.

Available Joint Billets

As personnel managers attempt to place officers in a joint assignment, they are faced with the problem of the limited number of available joint billets in comparison with the number of officers seeking these billets. Currently, 2929 joint billets are available for Army O4-O6 assignments: 612 for O6's, 1275 for O5's and 1042 for O4's. Although this appears to be a sufficient number of joint billets as with other assignments, officers must be assigned by functional area/branch/specialty. The largest number of joint billets the Army must fill calls for signal specialties, while the smallest number is for combat arms specialties.²⁰ The small number of joint billets available to

combat arms officers places the Army, as well as the officers, in a precarious situation because of the large number of combat arms officers in the Army. However, many--if not most--of the combat arms officers are qualified in an additional specialty/functional area. So these officers can (and most likely will) serve joint duty in their functional area. Additionally, a few joint billets are branch immaterial, so combat arms officers could be assigned to fill those billets. So there are ways to increase the opportunities for joint duty assignments for combat arms officers. It is extremely important for the Army to see that sufficient number of combat arms officers receive joint duty because, traditionally, the greater percentage of Army officers selected for flag rank have come from the ranks of the combat arms.

PCS Policies

PCS policies/practices also affect the availability of officers for assignment to joint duty. Current PCS policies/practices are: (1) Conus time on station goal of 48 months, (2) assignments to Alaska and Hawaii are 48 months accompanied and unaccompanied, (3) Oconus long tour 36 months accompanied and 24 months unaccompanied, (4) 24 months accompanied in certain areas such as Korea, Turkey, etc., and (5) Oconus short tour 12 months in remote areas. These measures were adopted to provide greater stabilization for soldiers, families and units and to reduce the overall cost to the Army for PCS

moves.²¹ These policies should be reviewed. Perhaps, the PCS policy should be reduced to 24 months time on station for Conus, Alaska, Hawaii and Oconus when the officer is being reassigned to fill a joint billet. This flexibility will provide career managers with the opportunity to reassign 04's to fill joint billets as soon as they successfully serve in an Army position that branch qualify them at that level.

Branch Qualification of 04's

Branch qualifying 04's in their primary specialties is an extremely important part of the officer's professional development process. In most branches, branch qualification as an 04 means the officer has served a successful tour as a battalion operations officer or battalion executive officer. In some commands it is common practice for the command to require its 04's to serve on the brigade or division staff prior to assigning them to battalion executive officer or battalion operations officer positions. Commanders should be discouraged from this practice so that 04's can serve as battalion executive officers and battalion operations officers earlier. The sooner these officers are branch qualified, the sooner they will be available for a joint duty assignment. Additionally, branch qualification should be based on successful completion of either battalion executive officer or battalion operation officer assignment--not both. This will also make more 04's available

for reassignment to joint duty earlier; likewise, it will branch qualify more 04's.

Functional Area Qualification

Functional area qualification competes as well with a joint duty assignment. To be qualified to perform duties in some functional areas, an officer must complete additional schooling. Serving in and being qualified in a functional area may be high on the career priority list for most 04's because 05's and 06's promotion selection boards often select officers for promotion on the basis of branches/functional areas. Such qualification gives an officer an additional opportunity for promotion. Functional area qualification is also important to combat arms officers: as these officers move up the ladder, fewer combat arms positions are available; therefore, those officers must serve in other areas--normally, in their functional area.²² Thus, serving in a functional area enhances an officer's career. However, the joint duty requirement now offers a similar alternative to serving in functional areas. Now, officers may have to make this career choice as early as the time of promotion to 04. Certain functional areas (such as 41 personnel program management, and 54 operations, plans and training) are available for joint duty assignments. Officers assigned to one of these areas on a joint duty assignment should be considered qualified in functional area as well as joint duty assignment qualified; this will allow the Army to "kill two birds with one stone." Additionally, if

schooling is normally required for a given functional area, then the officer should attend the school prior to being assigned to a joint duty tour. Career managers should not lose sight of the fact that the officers they assigned to the joint community must be capable of performing to the highest standards in order to remain competitive.

Ticket Punching (Self Serving)

Given the joint duty requirement, personnel managers must avoid making assignments to joint duty simply for the sake of plugging another square or for the sake of satisfying the requirement for promotion to flag rank (ticket punching). Without a doubt, some officers who have mapped out their career goals early in the careers that will seek a joint duty assignment as soon as the opportunity presents itself. I see nothing wrong with an officer seeking a career enhancing assignment. So, career managers should not deny an officer the opportunity to serve a joint duty assignment unless that officer is not the kind of officer who would represent the Army well in the joint community. In fact, all officers should be encouraged to seek a joint duty assignment. Encouraging officers to seek joint assignments will benefit officers as well as the Army. The officers will receive valuable training and experience while serving with officers from the other military services, and the Army will benefit because it will add to the pool of JSO's that will be needed for future joint assignments and at the same time

increase the pool of officers eligible for promotion to flag rank. But the rationale for having officers serve in joint assignment must not be "ticket punching," instead, such assignments should improve coordination and cooperation among the military services and enhance the armed force capability to fight jointly as a team.

Field Grade Officer Joint Assignment

Perhaps the Army's greatest challenge will be to determine at what point in an officer's career the officer should serve a joint tour of duty. Because of all the Army unique professional development requirements, coupled with the joint duty requirement--all of which an officer must carry out between his promotion to O4 and his eligibility for flag rank--some analysts assert that the Army may be required to identify officers as early as promotion to the grade of O4 as having the potential for promotion to flag officer. Then these observers suggest the Army should provide these officers with the schooling and duty assignments necessary to qualify them for such rank. The danger of this practice, however, is that it could lead to what is commonly referred to as "tracking." Having such a policy or adopting such a practice could assist personnel managers, because they would then have approximately thirteen years to focus their attention primarily on the officers that are identified as having flag officer potential to ensure that those officers serve a complete joint duty assignment.

A procedure for identifying O4's with high potential for promotion to flag officer would be difficult, but not impossible. But the Army would be challenged to develop reliable procedures to identify O4's with flag officer potential. Some options for early identification are readily available: (1) a selection board like other professional development boards (most likely, the board members would consist of flag officers), (2) recommendations from the field (again, for credibility, this would require a recommendation/input from flag officers), (3) review and recommendations from personnel managers, and (4) examinations. In any event, this whole process would be a challenge, because solid performance as a company grade officer does not necessarily signify that the officer has flag officer potential.

However, the Army could establish a policy or adopt a practice of identifying officers with flag officer potential as early as O4's and proceed to educate, train and assign these officers to positions that would, most likely, propel them to flag rank. But such practice of policy probably would not be in the best interest of the entire Army. Instead, such policy would create an elite group of officers and thus cause morale problems within the officer corps. Those O4's not identified as part of this elite group would view themselves as not being competitive and, therefore, might decide to leave the Army early or they could become disillusioned with the Army and not perform up to their maximum potential. Identifying such an elite group of

officers could possibly put pressures on the selection systems for promotions and schooling. The selection boards might feel compelled to select these officers for advancement over other highly qualified officers, unless their performance of duty was unquestionably subpar. After all, the Army would have already identified its "cream of the crop." Also, the supervisors of this elite group of officers could feel pressured to tolerate poor duty performance by these officers and rate them higher than their peers, who may in fact be performing at a higher level.

Currently, after promotion to O4, competitive combat arms officers follow this career path: (1) tour of duty as a student at a command and general staff college, (2) assignment as battalion operations/executive officer, (3) assignment as battalion commander, (4) tour of duty as a student at senior service college, and (5) an assignment as a brigade commander. If the Army had already identified O4's with the potential for flag officer, these officers would automatically be propelled through this route. Similarly, most other officers would not have an opportunity to compete for these positions. Consider this evidence: The 1988 O7 board revealed that 50 O6's out of the 2489 considered were selected for promotion to flag rank. Of the 50 selected for promotion, 48 had served as a brigade commander or brigade commander equivalence.²³ So, if the 1988 O7 selection list is any indication of the profile of future O6's selected for flag rank, successful service in those pure Army positions pave the way to selection for brigade command; further,

successful brigade command appears to be the common denominator for getting selected for flag rank. As we have seen, DRA86 mandates that, by 1995, all officers selected for flag rank, except those exempted by law, will have served a complete joint duty assignment. This means that it will no longer suffice for an officer to be successful in the pure Army assignments. Now an officer must be successful in the joint community as well if he or she wants to be competitive for selection to flag rank. It may not be an entirely new ball game, but surely the rules of the old game have been changed to the degree that the game demands more of its winners.

CHAPTER V

CURRENT INITIATIVES

Today personnel managers are vigorously working on initiatives to assign as many officers as possible to the joint community to satisfy all the joint duty requirements as mandated by DRA86. Some, if not all, of these initiatives will assist in the long run by providing a pool of high quality O6's with a complete joint duty assignment. This will allow for adequate selectivity in decisions on promotion to flag officer. Current initiatives include: (1) maximizing early infusion of top quality officers into the joint community, (2) increasing selection of below-the-zone officers for O4, with automatic command and general staff college selection for those officers who are selected below the zone, (3) de-emphasizing the importance of recent work with troops for battalion command selection board, (4) offering to combat arms officers priority for functional area and branch immaterial joint assignment positions, (5) maximizing the two-year critical officer specialty take-outs, and (6) giving priority of joint assignments to former brigade commanders who lack joint duty credit for such assignments.²⁴

These initiatives are steps in the right direction of getting top quality officers joint duty assignments. In the long run, these initiatives will help provide a sufficient pool of top

quality 06's who have met the DRA86 requirement for eligibility for selection for flag rank.

CHAPTER VI

CONCLUSION

Section 404, Title IV, of DRA86 mandating the joint duty requirement for eligibility for selection to flag rank is now established policy. Therefore, the Army must quickly institute procedures to ensure that sufficient numbers of high quality field grade officers are assigned joint duty by 1995 and from there on in order to have a sufficient number of 06's qualifying for selection to flag rank.

No matter what means the Army develops for enabling officers to meet this new requirement, the Army's goal should not be simply to produce promotable officers. Instead, the Army should expand its best officers' vision to include the need to conduct better and more effective joint operations. For many years, the military services have operated under a philosophy that if the U.S. and its allies are required to fight against a Soviet and Warsaw pack force, they would fight outnumbered. So, to be successful on such a battlefield, they would have to fight jointly. DRA86 is indeed intended to improve the U.S. forces' ability to conduct successful joint operation in combat. It is now the Army's task to fully support this joint mission by training field grade officers for joint assignments, by ensuring that substantial numbers of outstanding officers who meet this challenge--and all other career requirements--in an exemplary

manner with promotion to a rank commensurate with the Army's needs and the officers' capabilities.

CHAPTER VII

RECOMMENDATIONS

There are no easy solutions to the Army's challenge to ensure that it has sufficient number of high quality field grade officers that have fulfilled the DRA86 joint duty assignment requirement for selection to flag officer. As mentioned earlier, the Army provides approximately thirteen years development time between an officer's promotion to O4 and his eligibility for consideration as a flag officer.

To assist the Army in its struggle with the challenges of complying with DRA86 joint duty requirement for eligibility for selection to flag rank, the following recommendations are worth serious consideration: (1) The Army top leadership as well as all officers should view joint duty requirement for eligibility for selection for flag officer with a positive attitude, not as a means for qualifying for selection for flag officer, but as a means of facilitating the military service's ability to join successfully in combat. Joint duty should be viewed in the new career value system, much as serving in a combat arms and assuming battalion/brigade command has been viewed in the old Army tradition. Joint assignments must be considered as a true career challenge, not a mere incidental requirement or another punch-out on the career ticket. (2) Army leaders at all levels should encourage top quality O4's and O5's to seek a joint duty

assignment. These officers should be persuaded that joint duty is a necessity for the military services to fight effectively.

(3) A pamphlet should be prepared and distributed to all O3's and above explaining the merits of joint duty. (4) The Army should continue to give priority for joint assignment to officers who have not served a joint duty assignment by the time the officers have completed their brigade level command. (5) The Army should continue to educate as many officers as possible for joint duty. This will provide the officers with much-needed joint education prior to their assuming joint duty assignments and make them better qualified to perform in joint duty positions. It will also assist personnel managers in meeting all of the joint duty requirements as mandated by DRA86. (6) PCS policy should be amended for O4's to allow the personnel managers to reassign O4's to joint duty assignments as soon as they are branch qualified, instead of keeping them on station for the three to four years as PCS policy now requires. (7) That a policy of trying to identify O4's that possess flag officer potential not be adopted. In my assessment, the benefits to gain by identifying O4's for the sole purpose of seeing that they get joint duty qualified for eligibility for selection for flag officer is not worth the potential morale problem in the officer corps that will, most likely, occur as a result of this practice.

ENDNOTES

1. U.S. Laws, Statutes, Etc. Public Law 99-433, "Goldwater-Nichols Department of Defense Reorganization Act of 1986," Title II and Title IV, 100 Stat 992 (hereafter referred to as "Goldwater-Nichols").

2. Ibid., 100 Stat 993.

3. Ibid., 100 Stat 1032.

4. "Questions on Title IV Outnumber Answers," Army Times, 22 February 1988, p. 16.

5. U.S. Department of the Defense. Department of Defense Regulation 1320.5, pp. 1-3.

6. Ibid., pp. 2.

7. U.S. Laws, Statutes, Etc., Public Law 100-456, "U.S. National Defense Authorization Act, Fiscal Year 1989," (hereafter referred to as U.S. National Defense Authorization Act, FY 89).

8. Joint Management Office, Deputy Chief of Staff for Personnel, Information/Briefing Paper. "Title IV Historical Perspective," (hereafter referred to as Joint Management Office Information/Briefing Paper).

9. Bernard J. Adelsberg, "Jointness of the Military," Army Times, 19 December 1988, p. 16.

10. U. S. National Defense Authorization Act, FY 89.

11. Joint Management Office Information/Briefing Paper.

12. Goldwater-Nichols, Title IV, Section 401.

13. Joint Management Office Information/Briefing Paper.

14. Goldwater-Nichols, Title IV, Section 401.

15. Ibid., Section 401 and 402.

16. U.S. Department of the Army. Total Army Personnel Agency, "Officer Personnel Management Directorate Orientation and Counseling Guide," pp. 153 (hereafter referred to as OPMD Orientation and Counseling Guide).

17. Michael B. Sherfield, Lt. 1986 DOD Reorganization Act and its Effect on U.S. Army Officer Personnel Policy, pp. 19.

18. Joint Management Office Information/Briefing Paper.
19. U.S. Department of the Army, DA Pamphlets 600-3, pp. 6-14 (hereafter referred to as DAPAM 600-3).
20. Joint Management Office Information/Briefing Paper.
21. OPMD Orientation and Counseling Guide, pp. 67-68.
22. DAPAM 600-3, pp. 6.
23. Statistical Data, U.S. Army 1988 Brigadier General Officer Selection Results, General Officer Division.
24. Joint Management Office Information/Briefing Paper.

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3. "Questions on Title IV Outnumbers Answers." Army Times, 22 February 1988, p. 16.
4. Sherfield, Michael B. Ltc. The 1986 DOD Reorganization Act and its Effect on U.S. Army Officer Professional Development Policies. Carlisle Barracks: U.S. Army War College, 18 April 1988.
5. U.S. Department of the Army. DA Pamphlet 600-3: Officer Personnel Ranks. Washington, D.C., 13 April 1988.
6. U.S. Department of the Army. Total Army Personnel Agency, Officer Personnel Management Directorate Orientation and Counseling Guide, Washington, D.C., 24 November 1987.
7. U.S. Department of Defense. Department of Defense Regulation 1320.5. Assignment to Joint Duty. Washington, D.C., 26 July 1978.
8. U.S. Laws, Statutes, Etc. Public Law 99-433. 99th Congress, 1 October 1986, "Goldwater-Nichols Department of Defense Regulation Act 1986."
9. U.S. Laws, Statutes, Etc. Public Law 100-456. 29 September 1988, "U.S. National Defense Authorization Act Fiscal Year 1989."